CHANGES IN THE SAN FRANCISCO

HOUSING INVENTORY

1974

SAN FRANCISCO DEPARTMENT OF CITY PLANNING, JUNE 1975

SUMMARY

- 1. 'Th' 1974, 2,454 units were certified complete, the largest number since the mid-1960's, and significantly greater than the 1,578 units certified in 1973. Seven hundred seventy four units in 226 structures were removed by demolition.

 The net gain for 1974 was 1,680 units and 204 structures. The number of units in the city's housing stock is estimated to be 314,421 units as of December, 1974.
- 2. Although the largest number of units completed (1,376) and the largest share of the total (5671 percent) were located in twenty or more unit buildings, 303 single family units, including 150 townhouses, were certified in 1974. Two and three unit structures together amounted to less than three percent of the completions recorded, totalling 57 units.
- 3. In 1974, studio and one bedroom units comprised fifty-seven percent of the units completed, a total of 1,421 units. This represents a slight increase in the share of the total completions of these types from the previous year. In 1974, 958 two or more bedroom units accounted for thirty-nine percent of the total. Most of the three or more bedroom units were to be found in large developments, the principal ones being the Lake Merced Hills and Freedom West projects.
- 4. Removals from the housing stock by demolition were lower in 1974 than 1973 by sixteen percent. The contrast between the two years appeared not only in the total figures (774 and 925), but in the emphasis on types. In 1973, nearly half of the removals were concentrated in four or fewer unit structures; in 1974 nearly seventy percent of the removals were found in four or more unit buildings. Approximately three quarters of all the recorded demolitions were the result of public action. Many of the demolished buildings in the Western Addition A2 project had been vacant for a lengthy period before their clearance, while those at Hunter's Point were temporary public housing structures whose removal had long been planned.
- Nine hundred thirty seven rooms in eighteen hotel structures were removed in 1974. The demolition of these hotels was the result of public action, primarily for the final clearance of the Yerba Buena site. Most of the structures had been vacant for sometime prior to their demolition. The few that were not were occupied by tenants whose relocation was the subject of litigation against the project which was settled in 1974. All of the structures had been designated for removal in the original plan.

- The share of completions attributed to public action, primarily completion of projects in the Western Addition Redevelopment Area 2, amounted to fifty-five percent of the total, or 1,339 units.
- The large number of units certified complete in 1974 is. 7. inot an indication of a continuing trend, Applications for new construction in the Bay Area fell drastically in 1974, the nine county total (26,116) being sixty percent lower than in the previous year, 1973. Applications in San Francisco fell quite as drastically; they were only one third (1,386) of the 1973 figure (4,150), ng 5,
- 8. In 1974 three districts accounted for eighty percent of the net gain in the dity's housing inventory. The districts were the Western, the Marina, and South of Market. In the Western Addition 1,077 units were certified complete, the largest share for any of the city's districts. Next in rank was the Marina, having 276 units, or about eleven percent of the city's total. Together, the South of Market, Inner Sunset, Central, Richmond and Ingleside districts comprised about a quarter of the completed units. Three quarters of units demolished were located in the Western Addition and South Bayshore districts in which clearance for redevelopment projects continued. Approximately eleven percent of the demolitions occurred in the Buena Vista, Northeast, and Marina districts. In the remaining districts of the City, felatively few units were recorded demolished.

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INTRODUCTION"-

Purpose and Scope of the Report

This report is the ninth of a series, the purpose of which is to record annual changes in the housing inventory of San Francisco. Annual changes in the housing inventory mean the number of units certified complete in a given year, the number demolished, and net change, the difference between those completed and those demolished.

The information about the housing stock is derived principally from the records of the Department of Public Works. The number of bedrooms of the completed units is also reported. This information has been compiled by the Department of City Planning from plans of buildings submitted with applications for building permits. In a number of cases, further research was necessary in the files of the Assessor's Office.

It should be also noted that not all structures completed in 1974 were certified so by the Department of Public Works. Minor unsatisfactory conditions in new structures may delay the Department of Public Works from issuing a Certificate of Final Completion, from which the Department of City Planning records the number of new completions. In these situations, the Department of Public Works may issue a Temporary Certificate of Occupancy to permit residents to live in the structure. In order to report the annual housing change consistently, units completed and issued a Temporary Certificate of Occupancy are not included in the present Housing Inventory Report but will appear in the year in which the Certificates of Final Completion are issued.

The format of all the reports in this series has been kept uniform, making it possible to make direct comparisons with the annual series back to 1967 and with the information contained in the report covering the period 1960-1966.

Sources of Information for the Report

The principal sources of information for this report are records kept by the Central Permit Bureau of the Bureau of Building Inspection, Department of Public Works. The two documents mainly used are Certificates of Final Completion and Demolition Permits. The former are the source of information about new construction in place; the latter of housing units removed.

Certificates of Final Completion are filed by Building Inspectors when they certify that a building has been completed in compliance with the Building Code of the City. Unlike the building permit, this record is a firm indication that the structure has been built and that the units are, in fact, available for occupancy.

Demolition Permits are applied for at the Central Permit Bureau, usually by contractors removing the structure. the application is made by persons not always familiar with the interior arrangements of the building, the information about the units contained is frequently incomplete or in error. requires additional research by the staff of the Department of City Planning who use a variety of records to establish as accurately as possible the number of units which existed in the demolished structure. It would be desirable to have additional data on the number of rooms, age of structure, nature of the previous occupancy, etc., but this information is not available.

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1974 Changes in the Housing Inventory Report

SAN FRANCISCO

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Net Change

In 1974, the City experienced the largest net gain in units and structures since 1966. The difference between construction completed and housing removed from the stock amounted to 204 structures and 1,680 units. Although there was a net loss of both structures and units in the two-through-nine-unit building group, the single-family category (which now includes town houses) increased by 243 units and structures, and ten- or more unit buildings by 48 structures and 1,260 units.

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Total +204 +1,680

The composition of the city's housing stock, obtained by adding the 1974 addition to the annual revision of the 1970 Census figures, is very little changed in the total number of units, and the relative weights by unit types, as expressed by their percentage of the total stock, remain unchanged.

'TABLE 2
SancFrancisco Housing-Stock, December 1974

No. of Stru	ctures	Percent). (1	Authorities vis	•
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Housing Units Certified Complete 1.0.7 2/ '56 7

The certification of 2,454 units completed in 1974 surpassed the records of previous years. Only in the mid-1960's were higher counts recorded. Twenty for more unit structures still accounted for more than half of the completions. Single-family homes, including 150 town houses, were 12' percent of the total units completed. In prior years, the town house would have fallen into the multi-family category based upon the number of such units being applied for on a single permit. However, in recent years more detailed research by the Department staff has made it possible to identify these units as being in the single-family category. Although the numbers are small by comparison with ten- or more unit structures in San Francisco, there is still interest in the construction of single-family housing in the city. While the town house might be regarded as a more limited offering than the traditional free-standing single-family home on its individual plot of land, it offers the urban dweller some of the same advantages.

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TABLE 3 d. in 1974 the Act of Arman and Arm

Structure Type	No. of Structures	Percent	No. of Units	Percent
Single-Family 2 3 45-9 10-19 Ja: 20+	303 (1): 2, 15 2 5 13 30 18 37 18 0 5 34	7.0 - 4.2 - 8.6	30 27 120 	12.3 1.2 1.1 4.9 5.1 19.3
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(1) Of the 303 single-family structures, 150 are town houses which, in the Certificate of Final Completion, are registered as units in multi-family structures.

Number of Bedrooms

Of interest to many who use this report is the composition of the completed housing units by the number of bedrooms: This figure is obtained directly from plans for the individual, pro-.ject by the plans checker for the Zoning Division of the Depart ment. A change in review procedures has made feasible the collection of this information for the past two years & Compar-Ring the results with the first year for which there are figures, 1973, it appears that the proportion of studio and one-bedroom tunits has increased slightly as a percentage of the total room. opletions (55 percent to .57 percent): ~ Two-bedroom units declined "in share from 27 percent to 21 percent orbut threeton, more bedfroom units increased from 16 percent-to: 18 percent . In absolute terms, an increase in all categories occurred over 1973. In 1973, 333 one bedroom units were completed; rin c1974 that number was 30%; an increase of 142 percentus Another striking cincrease occurred in the number of three- gramore bedroom units. 10 1 12 10 10

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In 1973, 247 of these were completed; in 1974 there were 443, an increase of 79 percent. Two-bedroom and studio (0-bedroom units) increased, though Less spectacularly. Six hundred thirteen studio units were completed in 1974, an increase of 16 percent over the 528 units completed in 1973, In, 1974, the 515 two-bedroom units completed amounted to a 19 percent increase over the 432 units completed in 1973.

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Of the 443 three- or more bedroom units completed in 1974, 434 were contained in four developments. The largest number of these, 144, were built in a private development, Lake Merced Hills. Of them, 100 are located in town houses and the balance, 44, in a condominium project, Next incorder large the 1421 units in the Freedom West complex, found in the Western Addition A-2. Redevelopment Project. Privately built single family homes in the South Central district or Outer Mission account for 82 more three or more bedroom units; and are concentrated in one large development which has been underway for several years at the final large concentration of 66 three- or more bedroom units is found in the Diamond Heights Redevelopment Project area.

while one and two bedroom units showed a more general pattern of dispersion, nearly two thirds (398 of 613) of the studio (0-bedroom) units occurred in two buildings. In the South of Market, a Federally-subsidized housing project for the elderly contained 196 such units, and in the Marina a private market development accounted for 202 units.

TABLE 5

Housing Completion by Public and Private Actions, 1974

Number and Percent of Units and Estimated Costs

•	Na of Units	Percent	Estimated Costs	Percent
City Total	2454	100	\$53,564,808	100
Private Action	1115	45	28,903,512	54
Public Action	1339	55	24,661,296	46
Redevelopment Areas	12421	51.	22,709,296	42
Western Addition A-2	(960)	(39)	(17, 476, 146)	(33)
Yerba Buena Center	(258)	(11)	(4,448,250)	(8)
Diámond Heights	(24)	(1)	(784,-900)	(1)
Public Housing	97	4	1,952,000	4

Of the 1,242 units in the redevelopment areas, 102 units are market-rate - 78 rental units in Western Addition A-2 and 24 condominium town houses or single-family homes in Diamond Heights.

In 1974, the share of units resulting from public programs declined from nearly two-thirds of all certifications in 1973 to 55 percent. In 1974, most of the units included in the Redevelopment program were in the Western Addition. Public housing amounted to 97 units, 4 percent of the total units completed. Although a large number of units are under construction in the Hunter's Point Redevelopment Project area, none have yet been certified complete. Of the total estimated construction costs for the city in 1974, \$53 million dollars, the private market's share was nearly \$29 million or 54 percent. Public programs were responsible for the balance of \$24 million. As in the case of the share of completions, this reversed the situation in 1973 when the public sector accounted for 57 percent of the total estimated construction expenditures.

San Francisco Bay Area
Number of New Housing Units Authorized
by Building Permits, 1974

County	Prisi 1999yapa wah	Single- Family	Mdl'62- Family	Total	% Single- Family of Total
, 5 	• ,		1,011	v. 15	· 9 4 2/
Alameda		1,738	1,212	3,000	59.6%
Contrá Costa		3,269	768	4,037	81.0
Marin		960	451	1,411	68.0
Napa' .		458 111	7, 31	(4549	83.4
San Francisco		223	1,163	1,386	16.1
San 'Mateo		1,566	600	2,166	72.3
Santa Clara	:,	3 5,823 150	3,173	3,8,996	' 64.7 t
Solano		847	32	879	96.4
Sonomá /		2,355	1,337	3,692	63.8
, , , ,		7' 11,7	27,352	3,0.2 -	
Total		17,289	8,827	26,116	66.2
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Source: Construction Reports, U.S. Department of Commerce, San Francisco Field Office.

Despite the large total of completions for 1974, figures available on the number of units applied for during the same year do not augur well for 1975. The total number of units applied for in 1974 is 1,386, down 2,764 units or 66 percent from 1973. This severe drop in applications reflects the national situation in building construction during 1975. Thus far, in the first quarter of 1975, no data are available locally, but national indications do not yet show an improvement in the construction picture. Much depends upon actions that will have to be taken by private and public institutions to restore not only the wiability of the housing market but the public's ability to afford new housing.

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TABLE 7

Housing Units Authorized by Building Permit San Francisco and the Bay Area, 1969-1974

		z z				
	1974	1973	1972	1971	1970	1969
Total Bay Area	26,116	48,591	61,000	67,157	48,691	43,352
Total Bay Area minus San Francisco	24,730	44,441	57,561	63,543	46,920	42,493
Total San Francisco	1,386	4,150	3,439	3,614	1,771	859
Multi-family Bay Area minus San Francisco	7,664	19,794	27,352	32,902	28,573	23,404
Multi-family San Francisco	1,163	3,865	3,270	3,439	1,627	782
Single-family Bay Area minus San Francisco	17,066	24,650	30,209	30,641	18,347	19,089
Single-family San Francisco	223	285	169	175	144	77

Source: Construction Reports, 1969-1974, San Francisco Bay Area, Department of Commerce, San Francisco Field Office.

A review of the past six years reveals that 1974 was the leanest year by far in terms of the number of units applied for in the Bay Area, although it was slightly better in San Francisco than the 1969 record. In the Bay Area, permits applied for dropped to 60 percent of their 1969 level. In San Francisco, units applied for in 1974 were but one-third of the number applied for in 1973, although they exceeded the 1969 figure by 160 percent. The number of multi-family units applied for dropped significantly below the level of recent years in San Francisco, while single-family applications continued at, for San Francisco, a relatively high rate.

Demolitions

Demolition activity eased in 1974 from the previous year. Two hundred twenty-six structures were removed from the stock. These structures contained 774 housing units. Nearly 60 percent of the units demolished were found in low- to medium density apartment structures ranging from four to nine units. Only a small proportion of the unit losses were in single-family homes. Losses in this category, 60 for 1974, were substantially below the figure of 108 for 1973. No twenty- or more unit buildings were reported demolished in 1974.

TABLE 8

Demolitions, 1974, Number and Percent of Structures and Units by Structure Type

*		rg 12	·	•	
Structure Type	No. of . Structures	Percent	No. of Units	Percent	
Single-Family	60	26.5	60	7.7	
2	39 **	17.3	78	10.1	
3	35	15.5	105	13.6	
4	48	21.2	192	24.8	
5-9	37	16.4	250	32.3	
10-19	7	3.1	89	11.5	
20+	0	. 0	0	0.0	
Total	226	100.0	774	100.0	

In 1974, the number of units removed by public action amounted to 575, approximately three-fourths of total removals. Most of the units removed were in the Western Addition A-2 and Hunter's Point Redevelopment projects. For the most part, the 375 units removed in the Western Addition did not actually constitute removals from the city's available 1974 housing stock. Many of the structures were vacant for several years, having been acquired by the Redevelopment Agency for clearance. In the Hunter's Point project, all of the 203 units demolished were temporary public housing, long destined for demolition.

Demolition by Public Action , 1974, Number and Percent of Structures and Units by Structure Type

Structure Type	No. of Structures	Percent	No. of Units	Percent
	_		·····	* ***********************************
Single-Family	16	10.8 .	16' '	2.8
2	26	17.6 ~	· -52	9.1
3	32	21.6	96-	16.7
.4	39	26.4	156	27.1
5-9	32	21.6	218	37.39
10-19	3	2.0	37	6.4
20+	Ö	.0	0~	.0
Total	148	100.0	575	100.0

TABLE 10

Share of Demolition Accounted for by Public Action 1967-1974

Year	Total Units Demolished	Qemolished as Result of Public Action	Public Action as Percent of Total
1974	774	575	74.3
1973	925	647	69.9
1972	869	432	49.7
1971	557	205	36.8
1970	730	464	63.6
1969	898	570	63.5
1968	628	439	69.9
1967	523	203	38.8
Total	5904	3535	59.9

Most of the structures demolished in 1974 contained four or more units. It is not possible to determine the precise nature of the occupancy from existing public records, and as noted above, a number of the units had been vacant for periods up to several years prior to their removal.

Since 1967, public actions, which include code enforcement and redevelopment, have been responsible for nearly sixty percent of the demolitions recorded. However, now that large-scale clearance and reconstruction are given less emphasis than maintenance and rehabilitation of the housing stock, there will be a decline in the number of units removed. The high incidence of units demolished in recent years reflects the completion of projects whose plans were formulated many years ago. Thus the share of units accounted for by past public actions should not be taken as a guide to the future.

TABLE 11
Hotel and Lodging-House Rooms Demolished, 1974

No. of Rooms in	Puk	olic Ac	tion	Pri	Private Action			Total	
Building	Str.	Rms.	Units	Str.	Rms.	Units	Str.	Rms.	Units
1-25	7	138	0	0	0	0	7	138	0
26-50	2	57	0	0	0	· o	2	57	0 3
5 1-7 5	4	231	0	0	0	0	4	231	o ·
76-100	4	391	0	0	0	0	4	391	0
100+	1	120	0	0	0	0	1	120	0 -
Total	18	937	0	0	0	0	18	937	0

In 1974, public actions, primarily redevelopment, caused 18 hotel structures containing 937 rooms to be removed from the inventory. These are not reflected in the housing unit counts because they usually do not possess complete kitchen and separate bathing facilities and may not have been used as permanent residences, although many San Francisco hotel rooms in the downtown area have in fact been so used for many years. Many of the rooms in the South of Market area and in the Tenderloin west of Powell Street are homes for elderly, retired persons living on fixed incomes.

TABLE 12

San Francisco Districts in Rank Order of Net Change in Housing Units, 1974

Rank	District No.	District	No. of Units
1	5	· Western Addition	681
2	2	Marina	256
3	14	Inner Sunset	175
4	9	South of Market	243
5	7	Central	128
6	13	Ingleside	121
7	1	Richmond	113
8	12	South Central	70
9	15	Outer Sunset	66
10	3	Northeast	· 50
11	8	Mission	8
12	11	Bernal Heights	4
13	4	Downtown	0
14	6	Buena Vista	-33
15	10	South Bayshore	-202
Total			1,680

TABLE 14

San Francisco Districts in Rank Order of Number and Percent of Units Certified Complete, 1974

Rank	District No.	District	No of Units	Percent
1	5	Western Addition	1077	43.9
2	2	Marina	276	11.2
3.	9	South of Market	261	10.6
4	14	Inner Sunset	179	7.3
5	7	Central	132	5.4
6	1	Richmond	128	5.2
7	13	Ingleside	126	5.1
8	12	South Central	86	3.5
9	3	Northeast	81	3.3
10	15	Outer Sunset	69	2.8
11	8	Mission	21	0.9
12	11	Bernal Heights	11	0.5 .
13	6	Buena Vista	6	0.2
14	10	South Bayshore	ı	0.1
15	4	Downtown	0	.0
Total			2454	100.0

TABLE 17

San Francisco Districts in Rank Order of Number and Percent of Units Demolished, 1974

Rank	District No.	District	No. of Units	Percent
1	5	Western Addition	396	51.2
2	10	South Bayshore	203	26.2
3	6	Buena Vista	39	5.0
4	3	Northeast	31	4.0
5	2	Marina	20	2.6
6	9	South of Market	18	2.3
7	12	South Central	16	2.1
8	1	Richmond	15	1.9
9	8	Mission	13	1.7
10	11	Bernal Heights	7	0.9
11	13	Ingleside	5	0.7
12	7	Central	4	0.5
13	14	Inner Sunset	4	0.5
14	15	Outer Sunset	3	0.4
15	4	Downtown	0	.0
Total			774	100.0

DISTRICT HIGHLIGHTS

Net Change

In 1974 all but three planning districts, Buena Vista, Downtown and South Bayshore showed a net gain in housing units. losses in Buena Vista and South Bayshore were 33 and 202 units respectively. The net loss in South Bayshore reflects demolition activity in the Hunter's Point Redevelopment Project area. Downtown, no change occurred in the number of units. Leading all districts in the net increase in units was Western Addition. These units reflect completions of such projects as the Freedom West complex and others now coming into the housing inventory. The Marina also had a sizable net increase, the result of a privately sponsored project. In the South of Market area, a housing project sponsored by the Salvation Army accounted for a net gain of 243 units. The units are primarily intended to house elderly persons displaced by the Yerba Buena Center development. These four districts combined accounted for eighty percent of the total net gain in the city. Smaller though substantial increases occurred in the Central, Ingleside and Richmond Districts. the Mission and Bernal Heights Districts, the gains were negligible.

Housing Unit Completions

In 1974, the Western Addition accounted for 1,077 units completed, the largest share of any of the city's fifteen districts. Marina, in next place, had about a quarter as many units completed, 276 or 11 percent of the city's total. South of Market, Inner Sunset, Central, Richmond and Ingleside contained nearly a quarter of the balance of completed units. Small gains were recorded in the rest of the city's planning districts, except for the Downtown area in which no activity was reported for 1974.

In the Western Addition, completions were heaviest in tenor more unit structures, though that district was also third in single-family units. These units are of the town house type. Highest in the single-family category was the South Central District, in which a large number of standard single-family homes were finished in 1974. A concentration of low-density (2 to 4 unit) apartment structures occurred in the Richmond District, while 5 to 9 unit buildings, small in total number, were more evenly distributed throughout nine of the Districts. The lowand medium-density structures, which were a major category of completed units in the early to mid-1960's in 1974 comprised only 302 units, compared with 303 single-family unit completions. Higher-density structures of ten or more units, heavily concentrated in Redevelopment Project areas, particularly the Western Addition, have preempted the place previously held by smaller buildings. This appears to illustrate the difficulties of the small contractor in San Francisco. The smaller apartment building, easy to construct and easily financed in better times, has fallen victim to inflation and credit restrictions, giving way to single-family homes or to large projects whose financial base is broader.

The distribution of units by bedroom type reveals that in all but studio units (units consisting of a single room, but with complete kitchen and bathing facilities) the Western Addition was foremost. With the heaviest concentration in one-bedroom units (529), this district had 40 percent of the city's total in that category, nearly two-thirds of the total number of two-bedroom units and nearly a third of the three bedroom units. Two other districts, the Marina and South of Market, contained the bulk of studio units for the city. As previously mentioned, the Marina development was a private venture; South of Market completions represent subsidized housing for the elderly. and two-bedroom units, predominantly in apartment houses and in condominiums, were found in a number of districts throughout the Three-bedroom units were largely confined to those areas city. in which (apart from redevelopment) the privately developed single-family home was the principal structure. Thus Ingleside (the Lake Merced Hills development) and South Central were the location of the larger, family-oriented units containing three or more bedrooms.

Demolition

In 1974, the districts most affected by demolition activity were the Western Addition and South Bayshore. More than threequarters of all the units eliminated in 1974 had been located in these two areas. The remaining 175 units were distributed throughout the city. All districts except Downtown experienced In all, demolitions occurring outside the disminor losses. tricts affected by redevelopment were about half of the 1973 total, which, in turn, represented a decrease from prior years. No distinctive pattern can be discerned in the losses of units from other than redevelopment project areas. In the years since 1968, demolition of structures by private market forces has followed a random pattern. Considering the city's total inventory, the loss is miniscule (one-half of one percent) and hardly represents what might be expected in terms of replacement of structures no longer physically viable.

CONCLUSIONS

Since 1969 this report has commented upon two aspects of the San Francisco housing inventory. The total inventory changes only slightly in any given year, and changes that do occur are, in part, the result of Federal programs. These observations continue to hold true for 1974. The housing inventory, whose base exceeds a total of 300,000 units, was very little altered by the net addition of 1,680 units. The composition of the stock -- single- and multi-family units -- remained essentially the same as it was counted in 1970, which in turn was little altered from the 1960 figures. The completion of certain redevelopment projects brought a significant number of new units into the housing market, replacing many units which had been demolished to make way for them. In 1974, 55 percent of the units completed were located in redevelopment project areas.

The housing policies of the City are now reflecting a view that housing is a durable resource which can, with appropriate programs, be preserved, and that where it is feasible to do so it is better to preserve existing housing and enhance its surroundings than to undertake costly and disruptive programs to build anew. The newly enacted Rehabilitation Assistance Program and the direction taken in the Community Development block grant applications are affirmations of these policies.

Incremental changes will continue to occur in the housing stock of the city. However, barring a major disaster, the existing stock, most of it more than thirty years old, will continue to serve the needs of its occupants. How well the inventory will serve the needs of the city will depend upon the success of those programs intended to maintain the quality of the stock and to enhance its surrounding environment.